

R e p o r t o f t h e C o m m i s s i o n o n



# **the Future of Higher Education**

December 2003

**MAKING THE GRADE:**  
**EDUCATION LEADERSHIP FOR MISSOURI'S FUTURE**  
**Report of the Commission on the Future of Higher Education**  
**December 2003**

**Table of Contents**

<b>Introduction .....</b>	<b>1</b>
<b>Commission Membership, Charge and Proceedings</b>	
• Membership .....	2
• Pew Charitable Trusts and the National Collaborative for Postsecondary Education Policy.....	2
• Commission Meetings .....	3
<b>Recommendations</b>	
• Preparation.....	4
Core Curriculum	
Recommendation 1 .....	5
Recommendation 2 .....	5
Teacher Quality	
Recommendation 3 .....	6
• Participation.....	7
Financial Aid	
Recommendation 4 .....	9
Community College Delivery	
Recommendation 5 .....	10
• Performance.....	11
Recommendation 6.....	11
Recommendation 7.....	11
Recommendation 8.....	12
• Implementation Strategies .....	12
Recommendation 9.....	12
Recommendation 10.....	13
<b>Conclusions .....</b>	<b>15</b>
<b>Appendices</b>	
• A. Executive Order 03-07.....	17
• B. Missouri's Performance in Measuring Up 2000 and Measuring Up 2002 .....	19
• C. Members of the Commission on the Future of Higher Education.....	21
• D. Members of the Academic Resource Team.....	23
• E. The National Collaborative for Postsecondary Education Policy.....	25
• F. The Participation Gap .....	27
• G. Remediation.....	29
• H. Missouri's Ethnic Representation at Various Stages of Education, 2000 .....	31
• I. Missouri's Performance in <i>Measuring Up 2002</i> and Projected Performance in 2015 .....	33

---



**MAKING THE GRADE:  
EDUCATION LEADERSHIP FOR MISSOURI'S FUTURE  
Report of the Commission on the Future of Higher Education  
December 2003**

**Introduction**

Missouri has a great inheritance to pass along to its children: the literary heritage of Mark Twain, T.S. Eliot, Langston Hughes, and Laura Ingalls Wilder; the zeal for discovery represented by the Chouteaus, Lewis and Clark, and the opening of the West; soaring engineering achievements such as the Eads Bridge and the Gateway Arch; and national leaders such as Harry Truman, General and President Ulysses S. Grant, and Army Generals “Black Jack” Pershing and Omar Bradley.

This great legacy also includes a rich and notable education foundation. Missouri had the first extensive kindergarten system in the world, one of the first land-grant colleges, and has nationally recognized public and independent universities across the state.

But today Missouri is in the middle nationally in the skill levels of its students and in graduation rates: at our best we are middling with shades of higher aspirations, and at our worst we are rooted in mediocrity.

To move beyond mediocrity, to dramatically change graduation rates, to compete in the global economy, to thrive locally in environments that value literature, the arts, and the heritage of our natural world, to be good citizens, and to simply have a sense of possibility, we have to do better than this.

To be an exemplary and high performing state, Missouri must emphasize the importance of preparation—preparation for achievement and for successful participation in postsecondary education. If we dramatically increase the quality of preparation among our students, Missouri has the opportunity to match the performance and the skill levels of the best states and of the countries that are outperforming us in the basics.

Facing such global challenges, the Commission on the Future of Higher Education responded to a call for making the higher education system in Missouri not just adequate, but exemplary. To achieve this will require that policy-makers, educators, students and families emphasize the importance of preparation in achieving successful participation in postsecondary education. If Missouri increases postsecondary completion rates by approximately 50 percent over the next 10 years, the state would become a national leader in higher education. Achieving this leadership position will require a matching effort to improve the preparation students receive in middle school

and high school, increasing the proportion of Missouri students proficient in reading, science, mathematics, and writing, based on assessments of student skill level by a similar amount.

This report represents the efforts of a group of citizens and advisors to come to grips with the challenge of increasing successful participation in higher education and of addressing the most important results essential to the state of Missouri over the next 10 years.

## **I. Commission Membership, Charge and Proceedings**

In March 2003, Governor Bob Holden established the Commission on the Future of Higher Education and charged the Commission with developing recommendations for ways to improve preparation for, participation in, and the affordability of postsecondary education. A copy of the Governor's Executive Order 03-07 may be found in Appendix A. In addition, the Commission was charged with increasing the benefits—both civic and economic—that derive from advanced education for individuals, families, communities and the state as a whole. This charge was largely developed in response to the average and below-average performance of Missouri's postsecondary educational system, as indicated by the grades Missouri received in the national assessments of all 50 states in the key education areas of preparation, participation, affordability, completion and benefits in *Measuring Up 2000* and *Measuring Up 2002*. See Appendix B for summary information on Missouri's *Measuring Up* grades. State revenue shortfalls of the past several years offered additional motivation for examining how the state can efficiently and cost-effectively improve higher education for all Missourians.

**Membership** - The Governor appointed 29 civic, business, community, education and legislative leaders from across the state to the Commission on the Future of Higher Education, with R. Crosby Kemper, III serving as Commission Chair. See Appendix C for a list of Commission members. In addition, 12 faculty and academic leaders from two- and four-year institutions were selected by the Governor to serve on the Academic Resource Team, to represent to the Commission the views and needs of the academic community and to provide informational and policy assistance, as needed, to the Commission. See Appendix D for a list of the members of the Academic Resource Team.

**Pew Charitable Trusts and the National Collaborative for Postsecondary Education Policy** - The Commission's work was supported by the Pew Charitable Trusts through a partnership between the Commission and the National Collaborative for Postsecondary Education Policy. The three nationally recognized organizations



comprising the collaborative, the Education Commission of the States, National Center for Public Policy and Higher Education, and National Center for Higher Education Management Systems, provided research and technical assistance and policy guidance to the Commission throughout 2003. See Appendix E for a list of the collaborative staff.

**Commission Meetings<sup>1</sup>** - The Commission held four meetings, beginning with an initial organizational meeting on April 14, 2003 in Jefferson City. Data on a number of education and education-related measures were presented to the Commission during its second meeting on June 17<sup>th</sup> in Kansas City. Discussion of these data also included examining what would be required for Missouri to improve in the performance categories assessed in the *Measuring Up* reports. In addition, Commission members participated in a facilitated exercise to identify priority outcomes on which to focus from a list of some 40 priority outcomes taken from various studies. The Commission's five priorities include:

- Increase the number of institutions assessing value-added learning, building upon models in which Missouri is already a leader;
- Increase the number of high school graduates taking the CBHE-recommended 16-unit or ACT core curriculum;
- Increase public awareness and support of higher education;
- Increase financial aid for qualified students from low- or middle-income families; and
- Increase the benefits resulting from increasing the percentage of the population holding a bachelor's degree.

During the last week in July 2003, collaborative staff met individually and with small groups of educational, community, business and legislative representatives to discuss existing educational policies. Findings from these policy audit discussions and focus groups, including policy barriers, were presented to the Commission during its third meeting on August 26<sup>th</sup> in St. Louis. The Academic Resource Team also shared comments and concerns with Commission members, emphasizing the complex and long-term nature of any proposed solutions.

Draft recommendations developed by the collaborative staff were presented to Commission members at the final meeting on November 10<sup>th</sup> in Jefferson City. The Commission also heard presentations from Dr. Kent King, Missouri Commissioner of Education, and Mr. Joe Driskill, Director of the Missouri Department of Economic Development. Both provided information highlighting the linkages between K-12 and higher education, and between economic development and higher education, with Dr. King emphasizing the importance of early childhood education, and Mr. Driskill emphasizing the importance of higher education for job creation by producing a highly skilled workforce. Finally, Chair Kemper presented his own proposed recommendations for consideration by the Commission.

---

<sup>1</sup>Copies of the minutes from the Commission meetings, and copies of the data, analyses and PowerPoint presentations provided to the Commission are available at <http://www.dhe.mo.gov/commission/index.htm>.

## II. Recommendations

The information presented and discussed during the four Commission meetings and policy audits covered a multitude of interrelated issues, but several themes emerged. These themes form the organizing framework for the Commission recommendations outlined in this report. The Commission sought to provide recommendations and a means of implementation that are feasible and that will have a major impact on the priorities listed above. For that reason, the Commission focused on a limited number of recommendations, consistent with its charge. This helps avoid the unintended consequences that sometimes result from the work of advisory groups; namely that either the sheer volume of recommendations overwhelms the systems charged with formulating responses and implementing change, and/or that the recommendations are not accompanied by plans of action and are therefore not implemented.

### PREPARATION

One of the most critical factors in whether a given student participates in and successfully completes some type of postsecondary education is the level of expectations others hold about that student's abilities. Expecting that students will be adequately prepared for postsecondary success helps ensure that they are in fact prepared to attend and succeed in a postsecondary program. The Commission maintains a high level of confidence that given the opportunity, students from all backgrounds can succeed in a rigorous liberal arts core curriculum. The Commission's recommendations deal with both the student learning and teacher quality aspects of preparation.

**Core Curriculum** - Whether an individual is directly entering the labor market or is entering a higher education program, acquiring a basic level of literacy and attaining competency in the essential skill areas of mathematics, reading/writing, and science are necessary for success. The Commission is interested in not only strengthening what students learn during the K-12 years, but also in ensuring that K-12 learning adequately prepares students for postsecondary success.

The following chart summarizes data on measures of preparation<sup>2</sup> among Missouri middle- and high school students, and those beginning college. As measured by the Missouri Assessment Program (MAP), only a small minority of 10<sup>th</sup> graders score at or above a proficient level in mathematics and science. These data also show that over 10 percent of first-time college freshmen require remedial English courses and nearly one-fourth require remedial mathematics courses.

---

<sup>2</sup>Data on student preparation were provided by the Missouri Department of Elementary and Secondary Education and the Missouri Department of Higher Education.



## Preparation of Missouri Students

10 <sup>th</sup> graders scoring at proficient or above on the MAP examination in mathematics, 1998-2002	10.2%
10 <sup>th</sup> graders scoring at proficient or above on the MAP examination in science, 1998-2002	6.1%
7 <sup>th</sup> graders scoring at or above grade level on the MAP examination in reading, 1998-2002	61.4%
Percentage of high school graduates who scored at or above the national average on the ACT, 1998-2002	34.4%
Percentage of first-time freshmen enrolled in college remedial math courses, fall 2002	23.0%
Percentage of first-time freshmen enrolled in college remedial English courses, fall 2002	13.0%

Source: Missouri Department of Elementary and Secondary Education

**Recommendation 1.** Increase the number of high schools offering core curricula, and increase the K-12 core curriculum standards to include more rigorous courses in math, language arts, science, history, and social studies as a requirement for high school graduation.

Implementing this recommendation will require that there be agreement among the various interests on what the appropriate curriculum standards are and with the assertion that a more rigorous curriculum is needed. Work already completed in this area, such as the 2003 alignment study of some 20 states, including Missouri, conducted by Standards for Success<sup>3</sup>, can provide a foundation for such discussions. These discussions can include examining whether state assessments, such as the MAP tests, align closely enough with college success standards to provide feedback to students, high school staff, and colleges about student readiness to succeed. In addition, having all high schools make completion of the core curriculum a requirement for high school graduation, rather than as an optional, elective track, helps ensure that all students graduating from high school are well-prepared high school graduates.

**Recommendation 2.** Align K-12 curricula with the skill levels expected at the postsecondary level and by employers. A strong focus on math, reading, and writing is of the utmost importance.

Matching what is learned through the courses taken in high school with the level of skills required by higher education programs and by employers will produce well-prepared students and citizens, and will enhance the chances that the transition from high school to postsecondary work or school is a smooth transition. Considerable discussion among Commission members focused on the importance of mastering

<sup>3</sup>Standards for Success (S4S), a consortium of universities belonging to the Association of American Universities (AAU), conducted a study about the degree of alignment between state high school exams and university success standards, entitled "Mixed Messages: What State High School Tests Communicate about Student Readiness for College" (2003).

the skills that comprise a comprehensive, rigorous liberal arts core curriculum. Implementing this recommendation will require that the level of skills needed by employers and required by postsecondary programs are identified and articulated.

**Teacher Quality** - High quality teachers are those who are skilled in the content of the courses they teach, who understand and use the teaching strategies necessary to educate very diverse learners, and who hold high expectations of their students. Variations in teacher quality within schools and across school districts can influence student outcomes, including how well-prepared students are for school and work following high school.

**Recommendation 3.** Provide rewards, incentives and professional recognition to promote teacher quality. Raise standards for teacher graduation.

A number of strategies can promote teacher quality in the K-12 schools. These strategies include recognizing teaching as a profession; providing high quality teacher education programs; maintaining adequate support for those programs and centers that train and offer professional development for teachers; increasing non-salary benefits for all teachers (e.g., opportunities for professional development); requiring at least adequate student performance on MAP, ACT or National Assessment of Education Progress (NAEP) tests in the core subjects to be taught; and connecting teacher salary schedules to measurable student achievement results.

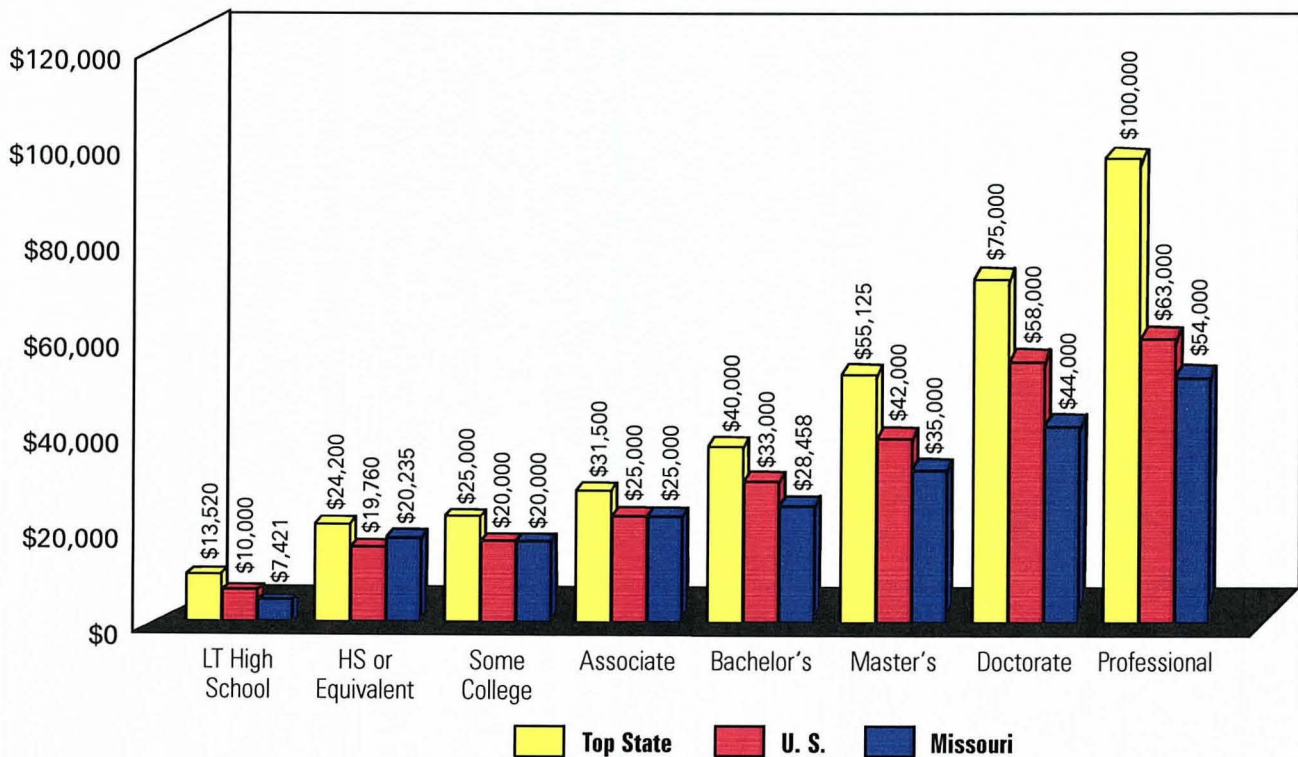


## PARTICIPATION

A variety of situations can make enrollment in higher education difficult for students. And, once enrolled, many students find it challenging to persist in a postsecondary program through to successful completion. Commission discussions regarding the value of successful participation included the economic and civic benefits both individuals and communities derive when individuals complete a postsecondary program or degree.

Although the earnings of Missouri residents completing higher levels of education are below the national average at the bachelor and higher degree levels, the following table clearly shows a connection between one's level of education and economic benefits:

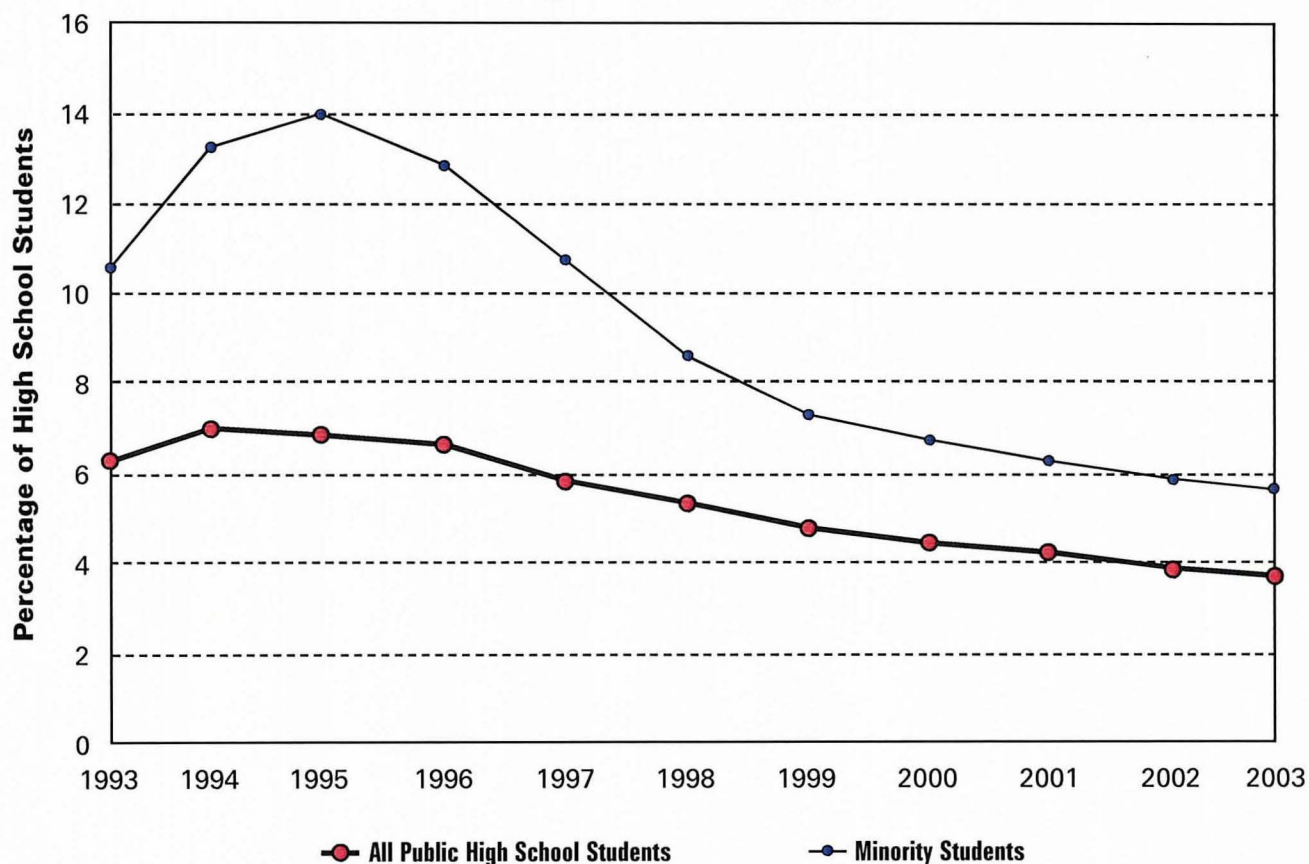
### Median Earnings by Degree Level



Source: U. S. Census Bureau, Current Population Survey, 1998 to 2001

Attainment of these benefits, however, requires that students first complete high school, and occurs most often for those who have completed a rigorous core curriculum. Although the high school dropout rate in Missouri has declined between 1994 and 2003, it is clear that those not completing their high school education will not enjoy the same earnings benefits during their lifetime as will those who complete high school and a postsecondary degree program.

### Missouri High School Dropout Rate



Source: Department of Elementary and Secondary Education School Core Data, October 2003



**Financial Aid** - One of the barriers preventing some students from participating in and completing a postsecondary program, especially those from families of low and moderate income, is the increasing costs of higher education. As the following data illustrate, even with financial aid, the costs of higher education typically require nearly one-fifth and often as much as one-half of the annual income of Missouri families at the lowest income levels:

**Percent of Family Income Needed to Pay for College,  
Minus Financial Aid, 2001**

Income Quintile	Public Two-year Institutions	At Public Four-year Institutions
Population with Lowest Income	39%	50%
Population with Lower-Middle Income	18%	23%
Population with Middle Income	12%	16%
Population with Upper-Middle Income	9%	12%
Population with Highest Income	6%	8%

Source: The National Center for Public Policy and Higher Education, *Measuring Up 2000*

While the federal and state governments provide an array of both need-based and merit-based student financial aid to help students access postsecondary education, these grant, scholarship and loan programs are administered through a variety of agencies and departments, often with different application forms and eligibility requirements. It is important to note, at the state level, all need-based grant aid also currently has a merit-based component.

**Recommendation 4.** Simplify financial aid and ensure its availability to qualified students, including qualified students with financial need, such that the state offers only two student financial aid programs: one merit-based and one need- and merit-based.

Such a restructuring will save administrative costs, as the need for a multitude of applications and several management systems to oversee a variety of programs is eliminated. These cost savings can be translated into funding for additional scholarships or grants. And, the simplified application process should make it easier for students to identify and apply for state financial aid, enabling more low-income, first-in-the-family, and minority students to be able to obtain the financial support they need to attend and complete a postsecondary education program. Additional issues that could be considered in how best to restructure state financial aid include examining the feasibility of (1) increasing the share of state resources allocated to direct student financial assistance; and (2) developing some type of achievement incentive, perhaps in the form of loan forgiveness, for families whose son or daughter demonstrates at least basic proficiency in the high school core curriculum and who enroll in a postsecondary education program. Expansion of financial aid must be tied to the ability to succeed in college as demonstrated by nationally-normed tests and other measures (e.g., successful completion of the core curriculum).

**Community College Delivery** - There are a number of reasons that community college programs are attractive to many students and employers. Primary attractions include a comparatively wide variety of lower-level liberal arts courses, technical and certificate programs that enable students to enter the workforce within a few years, the provision of customized and contract training programs, comparatively lower costs per credit hour, geographic proximity making physical access convenient, and the transferability of general education courses to most four-year programs. Missouri enjoys a very successful and entrepreneurial community college system in a number of areas of the state. Many of the four-year colleges and universities work diligently to ensure the transferability of community college credits to four-year institutions. However, some states with higher rates of postsecondary education participation and completion than Missouri benefit from a higher percentage of their student populations taking courses at two-year institutions at some point in their educational careers.

**Recommendation 5.** Align regional public two- and four-year colleges and universities into formal partnerships to respond collaboratively to regional needs.

To help improve access to and participation in postsecondary programs, public two- and four-year schools will align their programs in ways that avoid unnecessary duplication, that minimize competition between institutions, and that support regional educational, training and employment needs. Such alignments may include the use of common calendars across institutions, multi-institutional teaching centers, web-based systems for determining the transferability of credits, tuition discounting for enrolling during low-demand times, course/program offerings that help produce the skills regional employers require, and expansion of delivery areas beyond that statutorily prescribed or maintained largely due to tradition, when such expansion increases access to postsecondary education programs.



The Commission recommends the removal of regulatory and policy barriers to the entrepreneurial expansion of two-year degree programs, where not detrimental to the value of past public investments in and access to higher education.

## **PERFORMANCE**

The Commission discussed ways to promote system and institutional quality improvements, so that education is delivered more efficiently and effectively.

**Recommendation 6.** Measure performance in value-added learning at Missouri higher education institutions and statewide. The state should expand and build upon an already impressive assessment record.

One of the observations made most strongly by Commission members was that the lack of a systematic, consistent way to measure value-added learning is a major gap in results-based performance improvement, and this gap could greatly impede efforts to improve performance in the core mission of education.

Based upon this determination early in the Commission's deliberations, the Missouri Department of Higher Education is undertaking a pilot project, with support from the RAND Corporation, to begin such efforts by measuring value-added learning based on the first two years of college in the general education area. Characteristics unique to institutions and which may influence learning can be factored in to how value-added learning is measured. Recommendations concerning implementation strategies addressed later in this report may provide a vehicle for ensuring the development and use of a model system for improving value-added learning at higher education institutions in Missouri.

**Recommendation 7.** Provide incentives for institutional quality improvements and support for the best programs at higher education institutions, thereby creating more centers of excellence in the state.

Because many of the statutory responsibilities assigned to the Coordinating Board for Higher Education and the Missouri Department of Higher Education are regulatory in nature, the relationship between the Board/Department and the public institutions of higher education has, to a large extent, focused on compliance with regulations and procedures. This emphasis on compliance has not left much room to explore innovative approaches on how best to deliver higher education in the state. To foster such innovation, a portion of state funding will be used to reward institutions for quality performance. Institutions, in consultation with the Department, which implement a system improvement designed to further one of the educational priorities identified by the Coordinating Board for Higher Education or the Commission on the Future of

Higher Education will be eligible for performance excellence funding. These system improvements can be a part of formal institutional accreditation and/or internal strategic planning processes.

**Recommendation 8.** Promote research, technology transfer and technology-related training.

Research is not only a key function of many higher education institutions, but has important effects on the quality of life in our communities and state. The availability of research institutions, for example, is one of the top factors considered by employers when deciding where to locate a plant or firm. The application of advances in knowledge that come from university-based research have innumerable benefits, from important medical and bio-chemical breakthroughs, to improving the safety of our sources of food. And, promoting effective and efficiently conducted research and technology transfer provides significant training opportunities for students, which itself provides individual and community benefits.

The Commission recommends that the Coordinating Board for Higher Education and the Missouri Department of Higher Education support and participate in innovative structures for promoting research, technology transfer, and related training statewide. Examples of such structures include the Research Alliance of Missouri and university-based Centers of Excellence focused on select initiatives, like life sciences research. The Commission further recommends that the Missouri Department of Higher Education examine state policies and procedures which may act as barriers to the promotion of research and technology transfer, and propose remedial actions to eliminate or reduce the impact of these barriers.

## **IMPLEMENTATION STRATEGIES**

The Commission also discussed a number of issues related to both public involvement in higher education and improved performance within the state's system of higher education by ensuring the implementation of the Commission's recommendations.

**Recommendation 9.** To carry on the work of the Commission on the Future of Higher Education, establish an alliance, led by private-sector citizens, to promote awareness of and improvement in the benefits of higher education, and to promote greater investment in higher education.

One of the Commission's priorities is increasing support for and public awareness of the benefits of higher education. Expanding community involvement in higher education, providing community-based and regional public service announcements,



town meetings, institutional tours, and public speaking engagements at civic and community groups can be effective ways of providing information about the benefits received from investing in the state's system of higher education. Improved knowledge about these benefits, as well as information about the efficiencies and quality improvements underway within our higher education institutions, can also help foster continuous improvement in higher education. In addition, such an alliance could develop strategies for new ways of funding higher education. The Commission recommends that a core group of up to 10 private sector business and community leaders meet to form an alliance, with representation from all regions of the state. The Commission further recommends that this group develop an action plan for community outreach, and outline a timeframe for making recommendations on funding streams to the executive and legislative branches of state government.

**Recommendation 10.** To promote and monitor the implementation of the Commission's recommendations, establish, through an Executive Order issued by the Governor, an action-oriented education leadership task force to explore issues requiring further development than the timeframe of the Commission allowed. The task force is to consider such issues as the means of coordinating and/or consolidating education agencies and determining appropriate funding and other resource requirements necessary to achieve Commission priorities.

One of the barriers to strengthening education in Missouri consistently discussed by the Commission involves the organizational boundaries between the Missouri Department of Elementary and Secondary Education (DESE), the Missouri Department of Higher Education (DHE), individual institutions of higher education, and the Missouri Department of Economic Development (DED). The important linkages between K-12 education, higher education, and economic development are increasingly recognized. The Commission's proceedings also included discussions of the importance of learning among adults who may need job-related training or retraining, and/or personal enrichment that derive from participation in postsecondary programs.

Several Commission members expressed an interest in various forms of restructuring to improve accountability for performance in education. However, the limited duration of the Commission did not permit adequate time to explore these options in detail. Developing a plan of action will require further work.

Commissioners agreed that successful implementation of these recommendations will require expanded and ongoing collaboration among the three departments mentioned above. The issues involved in Recommendations 1 through 8 transcend the Coordinating Board for Higher Education and the Missouri Department of Higher Education, and require the thinking, resources, buy-in, and strategizing that DESE, DHE and DED can collectively provide.

This task force will be charged with developing and monitoring action plans for Recommendations 1 through 8, including designating responsibility for specific actions, specifying deliverables, and outlining a timeframe for completing implementation. Additionally, this task force will be required to make annual presentations to the Governor, the General Assembly, the State Board of Education, the Coordinating Board for Higher Education, and the Missouri Training and Employment Council (MTEC) on its progress in implementing each of the eight Commission recommendations, and how implementation is being monitored.

An important mission of this task force will be to further develop the Commission's support for a governance structure better suited to identifying the long-term education needs in the state, how education institutions can best meet those needs, examining the funding requirements to ensure a high quality higher education system, and outlining strategies for improving educational governance based on the issues discussed by the Commission. Members of the Commission felt strongly that accomplishing its recommendations would require greater integration among DESE, CBHE, higher education institutions, and MTEC. The task force should plan for this integration and identify governance options, such as creating a new post of Secretary of Education, combining the Departments of Higher Education and Elementary and Secondary Education, or creating a statewide governing board for higher education. In addition, the task force will be responsible for developing an accountability system for education in Missouri, by which improvements and results are measured and monitored, and those areas in need of improvement are identified.



## CONCLUSION

Missouri is a great state, with a proud history of excellence in many areas. However, the state faces serious educational challenges which, if left unchecked, leave Missouri in the middle of the pack in education achievement. Such mediocrity hampers the ability of individuals, families, communities and indeed the entire state to realize the level of potential that yields a bountiful quality of life. Becoming a national leader in education by the year 2015 would require:

- Achieving a higher education completion rate 50 percent higher than today's participation rate<sup>4</sup>, allowing Missouri to match or exceed the participation rates in the best performing states;
- Improving the percentage of students prepared for higher education by a similar amount, as measured by Missouri's testing system, and thereby lowering the need for postsecondary remediation<sup>5</sup> since the increased number and rigor of high school core curriculum courses produce a significant increase in the number of well-prepared students;
- Providing increased access for well-prepared qualified low-income, minority, and first-generation college students through an improved state student grants and scholarship program, so that these groups' completion rates more closely mirror those of other groups<sup>6</sup>;
- Producing demonstrated improvements in teacher education programs with measurable effects on student learning;
- Increasing collaboration among DESE, DHE, and DED so that creative, collaborative projects benefiting students, their families, and the state routinely result; and
- Receiving a grade of "A" in all five of the Measuring Up categories of preparation, participation, affordability, completion, and benefits<sup>7</sup>.

---

<sup>4</sup>Projections showing Missouri's participation gap may be found in Appendix F.

<sup>5</sup>Data on the proportion of college freshmen enrolled in remedial coursework are found in Appendix G.

<sup>6</sup>Appendix H shows the ethnic/racial representation among Missouri students at various educational levels.

<sup>7</sup>See Appendix I for the *Measuring Up* grades awarded to Missouri in 2002 and those projected for 2015.





**Appendix A**

**EXECUTIVE ORDER**

**03-07**

WHEREAS, all Missourians deserve the ability to pursue an education after high school that enhances economic opportunity; and

WHEREAS, research has shown that investments in higher education are key to Missouri's economic growth and the quality of life for all Missourians; and

WHEREAS, Missouri's system of higher education must focus on and be responsive to the needs of all its customers and of the state as a whole; and

WHEREAS, Missouri's system of higher education must improve efforts to assist in preparing elementary and secondary students for successful postsecondary education; and

WHEREAS, Missouri's participation and completion rates in higher education must be improved to better compete with other states, and opportunities for successful participation must be improved for Missourians at all income levels and stages of life; and

WHEREAS, Missouri's system of higher education is dedicated to improving the learning process and focusing on high-demand fields of study in the 21st-century economy; and

WHEREAS, Missouri's system of higher education is committed to improving its quality and performance through measuring, reporting, and analyzing data; and

WHEREAS, Missouri higher education is concerned with revitalizing its policies and procedures to increase efficiency and cost-effectiveness; and

WHEREAS, adequate resources must be developed to sustain the mission and goals of Missouri higher education.

NOW, THEREFORE, I, Bob Holden, Governor of the State of Missouri, by the power vested in me by the Constitution and Laws of the State of Missouri, do hereby create and establish the Commission on the Future of Higher Education.

The purpose of the Commission on the Future of Higher Education shall be to develop plans to strengthen and improve postsecondary education in Missouri. The commission's objectives will include, but are not limited to: identifying ways to increase the number of Missourians prepared to pursue training and education after high school, including

technical, community college, and college or university education; increasing the number of high school students who enroll in and complete such programs; enhancing the affordability of postsecondary education for students from families at all income levels; and increasing the civic and economic benefits of advanced education for individuals, their families, communities, and the state of Missouri.

The Commission on the Future of Higher Education shall be composed of not more than 29 members appointed by the Governor. Members shall include eight representatives from the Missouri General Assembly, four of whom shall be from the Senate, four of whom shall be from the House of Representatives. Not more than four of the legislative members shall be from the same political party. The commission membership shall also include business and community leaders. The Governor shall appoint the chairperson of the commission. The members of the Commission on the Future of Higher Education shall serve at the pleasure of the Governor and shall serve without compensation, except that the members may be reimbursed for reasonable and necessary expenses arising from commission activities or business. Such expenses shall be paid by the Department of Higher Education, to which the commission is assigned for administrative purposes.

In the interest of keeping the public informed, the Commission on the Future of Higher Education shall report its recommendations and strategies for implementing such recommendations to the Governor, The Speaker of the Missouri House of Representatives, the President Pro Tem of the Senate, the members of the Coordinating Board for Higher Education, the Commissioner of Higher Education, the Commissioner of Elementary and Secondary Education and the Director of the Department of Economic Development. Such report shall be submitted by January 1, 2004. The commission may also submit such interim reports as are necessary to keep the public informed of its progress. The Governor shall appoint an Academic Resource Team of not more than twelve members from the academic community who shall provide technical and policy-related information and other assistance as requested by the commission in fulfilling its mission.

Members of the Commission shall serve until January 1, 2004.

The Missouri Commission on the Future of Higher Education shall convene no later than May 1, 2003.

IN WITNESS WHEREOF, I have hereunto set my hand and caused to be affixed the Great Seal of the State of Missouri, in the City of Jefferson, on this 17th day of March 2003.

BOB HOLDEN  
GOVERNOR

ATTEST:  
MATT BLUNT  
SECRETARY OF STATE



**Appendix B**

**Missouri's Performance in  
*Measuring Up 2000 and Measuring Up 2002***

<b>Education Area</b>	<b>2000</b>	<b>2002</b>
<b>Preparation</b>	C+	B-
<b>Participation</b>	C-	C+
<b>Affordability</b>	D+	D+
<b>Completion</b>	B-	B-
<b>Benefits</b>	C	D+

Source: The National Center for Public Policy and Higher Education





## Appendix C

### Members of The Commission on the Future of Higher Education

\***Linn Ayers, Hannibal.** Ayers currently serves as a small business owner. She is a former school teacher.

\***Dan Barber, Kansas City.** Barber currently serves as senior vice president and senior partner for Fleishman-Hillard.

\***Karen Bedell, St. Louis.** Bedell currently serves as director of community relations for the Boeing Company's Military Aircraft and Missile Systems group.

\***Roseann Bentley, Springfield.** Bentley is a leader in children's issues and is a former state Senator.

\***Jerry Bough, Nixa.** Bough currently serves as a State Representative from the 142nd District.

\***Mark S. Bryant, Kansas City.** Bryant currently serves as a shareholder at Polsinelli Shalton & Welte. He is also president of Freedom, Inc.

\***Charles W. Burson, St. Louis.** Burson currently serves as executive vice president, general counsel and secretary of Monsanto Company.

\***Bekki Cook, Cape Girardeau.** Cook is a former Missouri Secretary of State.

\***Rita Days, St. Louis.** Days currently serves as Senator from the 14th District.

\***Ed Douglas, Chillicothe.** Douglas currently serves as chairman and CEO of Citizens Bancshares, Co., Chillicothe, MO.

\***Kathlyn Fares, Webster Groves.** Fares currently serves as a State Representative from the 91st District.

\***Randall C. Ferguson, Jr., Lee's Summit.** Ferguson currently serves as senior vice president, Business Growth and Member Connections from the Greater Kansas City Chamber of Commerce.

\***Lilian Fernandez, St. Louis.** Fernandez currently serves as a lawyer for Armstrong Teasdale, specializing in immigration and naturalization law.

**\*Jeff Harris, Columbia.** Harris currently serves as a State Representative from the 23rd District.

**\*Ken Jacob, Columbia.** Jacob currently serves as a State Senator from the 19th District.

**\*Reginald Jennings, Cape Girardeau.** Jennings is currently a student at Southeast Missouri State University.

**\*Carol Jones, Springfield.** Jones currently serves as owner of Carol Jones Realtors.

**\*R. Crosby Kemper III, Kansas City.** Kemper currently serves as chairman and CEO of UMB Financial Corporation. He will serve as chair of the commission.

**\*W. Dudley McCarter, St. Louis.** McCarter currently serves as an attorney with Behr, McCarter and Potter, P.C.

**\*Charles J. McClain, Columbia.** McClain is former president of Truman State University and former commissioner of higher education.

**\*Hugh McVey, Jefferson City.** McVey currently serves as president of the Missouri AFL-CIO.

**\*Gary Nodler, Joplin.** Nodler currently serves as State Senator from the 32nd District.

**\*Gene Oakley, Van Buren.** Oakley currently serves as presiding commissioner of Carter County.

**\*Kiku Obata, St. Louis.** Obata currently serves as president of Kiku Obata & Company, a design firm.

**\*Kathleen T. Osborn, St. Louis.** Osborn currently serves as executive director of The Regional Business Council.

**\*Jewel Scott, Kansas City.** Scott currently serves as the executive director of the Civic Council of Greater Kansas City.

**\*Charlie Shields, St. Joseph.** Shields currently serves as State Senator from the 34th District.

**\*Edwin S. Turner, Chillicothe.** Turner currently serves as CEO of EST Enterprises.

**\*Yvonne S. Wilson, Kansas City.** Wilson currently serves as State Representative from the 42nd District.



## **Appendix D**

### **Members of the Academic Resource Team**

**Don Aripoli**

Southwest Missouri State University

**Gerald Early**

Washington University

**Peter M. Hall**

University of Missouri-Columbia

**Beverly Jarrett**

University of Missouri

**Paula Jerden**

ITT Technical Institute

**Evelyn Jorgenson**

Moberly Area Community College

**R. Alton Lacey**

Missouri Baptist University

**Steve Lehmkuhle**

University of Missouri (System)

**Dean Mills**

University of Missouri-Columbia

**James Scanlon**

Missouri Western State College

**Giulio Venezian**

Southeast Missouri State University

**Candy Young**

Truman State University





## **Appendix E**

### **The National Collaborative for Postsecondary Education Policy**

**Patrick Callan**

President, National Center for Public Policy and Higher Education

**Gordon Davies**

Director, National Collaborative for Postsecondary Education Policy

**Dennis Jones**

President, National Center for Higher Education Management Systems

**Terese Rainwater**

Project Manager, National Collaborative for Postsecondary Education Policy

**Ted Sanders**

President, Education Commission of the States





## Appendix F

### The Participation Gap

The “Participation Gap” is defined as the total number of additional students the state would need to enroll by 2015, given demographic projections, if it were to match the participation rate of best performing, or benchmark, states.

Student Age	# of Students in 2000	Projected # of students in 2015 at current rate	% change 2000 to 2015 at current rate	Projected # of students in 2015 at benchmark rate	% change 2000 to 2015 to reach benchmark	Participation Gap in 2015
18-24	175,609	182,586	4%	265,158	51%	82,572
25+	142,980	159,825	12%	258,900	81%	99,075
All (18+)	318,589	342,411	7%	524,058	64%	181,647

Source: “Closing the College Participation Gap: State Profiles,” Education Commission of the States, October 2003





**Appendix G**

**Remediation**

	<b>2002</b>	<b>2015 Projected*</b>
Total number of college freshmen	21,910	27,388
Percent enrolled in Remedial Math	23%	17%
Percent enrolled in Remedial English	13%	10%
Percent enrolled in Remedial Reading	6%	4%

\*Projected figures for 2015 equal percentages for 2002 increased by 25 percent

Source: Missouri High School Graduates Performance Reports, Missouri Department of Higher Education





## Appendix H

### Missouri's Ethnic Representation at Various Stages of Education, 2000

	HS Graduates	First-time Freshmen	Two-year Graduates	Four-year Graduates
<b>White, 2000</b>	84.3%	81.5%	84.3%	81.5%
<b>White, 2015 Projected*</b>	84.3%	81.5%	84.3%	81.5%
<b>African-American, 2000</b>	12.6%	9.9%	10.1%	6.8%
<b>African-American, 2015 Projected*</b>	15.8%	12.4%	12.6%	8.5%
<b>Hispanic, 2000</b>	1.2%	1.8%	1.9%	2.5%
<b>Hispanic, 2015 Projected*</b>	1.5%	2.4%	2.3%	3.1%

\*Projected figures for African-American and Hispanic equal percentage for 2000 increased by 25 percent  
Source: NCES Common Core Data, IPEDS Fall Enrollment and Completions Surveys, U. S. Census Bureau





**Appendix I**

**Missouri's Performance in *Measuring Up* 2002 and  
Projected Performance in 2015**

	2002	2015 Projected
<b>Preparation</b>	B-	A
<b>Participation</b>	C+	A
<b>Affordability</b>	D+	A
<b>Completion</b>	B-	A
<b>Benefits</b>	D+	A

Source: The National Center for Public Policy and Higher Education





3515 Amazonas Drive  
Jefferson City, Missouri 65109  
573-751-2361  
573-751-6635 Fax  
[www.dhe.mo.gov](http://www.dhe.mo.gov)